# Route 1 South

HOUSING AFFORDABILITY STRATEGY APPENDIX

DRAFT 6.4.2018



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#### **A.1**

#### **COMMUNITY ENGAGEMENT STRATEGY**

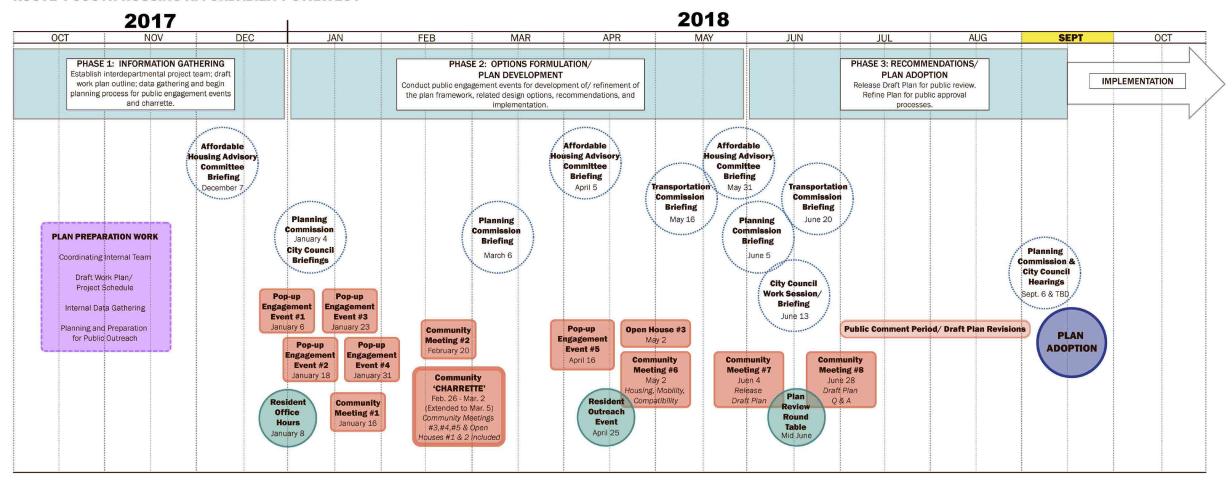
The Route 1 South Housing Affordability Strategy planning process incorporated a variety of community engagement opportunities intended to engage all members of the community who wished to participate – in the ways that worked best for them – including frequent in-person community events as well as options to participate remotely via email or the web.

Consistent with the City's civic engagement policy, outreach efforts were advertised through multiple channels: civic associations; the City's online news bulletin (eNews); social media notifications; project website and calendar postings; videos; flyers and posters distributed on multiple occasions, door-to-door throughout the focus area as well as to surrounding businesses and community centers; large banners installed in strategic locations; letters to property owners within the focus area; and emails and phone calls to stakeholders.

Particular effort was made to engage members of the community who would be most affected by a potential change to the two rental communities in the focus area, The Heritage at Old Town and Olde Towne West III. Materials, flyers, banners, and videos were provided in multiple languages, and child care, transportation and interpretation services were made available to anyone in the community during community meetings. Between regular community meetings, City staff from the Office of Housing, Workforce Development and the Department of Community and Human Resources hosted resident outreach events with particular focus on relocation and right to return resources and regulations and training and job opportunities.

#### 05/09/2018

**ROUTE 1 SOUTH HOUSING AFFORDABILITY STRATEGY** 











#### **EARLY COMMUNITY ENGAGEMENT**

A series of community events were held in January and February to orient neighbors to the planning process and provide multiple venues for the community to ask questions. These included formal community meetings, open houses and neighborhood pop-up events held in different locations throughout the planning area. Neighbors were also invited to attend a walking tour of the focus area allowing for an in-depth conversation of concerns and opportunities for improvements in the neighborhood.





#### **CHARRETTE AND CHARRETTE GROUP VOLUNTEERS**

Following these early outreach efforts, the City held a five-day intensive community planning workshop, also known as a "charrette", the week of February 26-March 5, 2018 (the final day of the charrette extended into the next week due to a severe wind storm). The charrette was a collaborative planning and design exercise with community members and City staff to develop the foundational recommendations of the draft Strategy. Members of the community were invited to participate throughout the day, each day and share their ideas on-site or online through the City's live streaming service.

To facilitate consistent community participation and well-informed stakeholders during the charrette, the City solicited community members to serve as Charrette Group Volunteers. These volunteers, representing the geographic and demographic diversity of the planning area, committed to participating in most of the charrette week meetings and sharing information with and gathering feedback from neighbors. These 27 volunteers, alongside other community members interested in the planning process, helped develop the draft Strategy.





#### **DRAFT STRATEGY DEVELOPMENT**

Following charrette week, additional pop-ups, office hours, open houses, and community meetings were held in March through June for the public to ask questions and provide additional feedback on the draft strategies. Upon completion of the working draft Strategy, staff held a Strategy review round table and one community meeting to discuss and refine elements of the document. The community was invited to review and comment on the draft document during these meetings, via AlexEngage (the City's online engagement forum), or by contacting staff directly. The draft Strategy was posted to the project website on June 4, 2018.

In addition to soliciting individual public comment throughout this process, staff provided briefings to and solicited feedback from City Council, Planning Commission, Alexandria Housing Affordability Advisory Committee (AHAAC), Transportation Commission, and the Federation of Civic Associations.

All feedback received during the planning process informed the final draft Strategy.

#### **Route 1 South Housing Affordability Strategy Community Engagement**

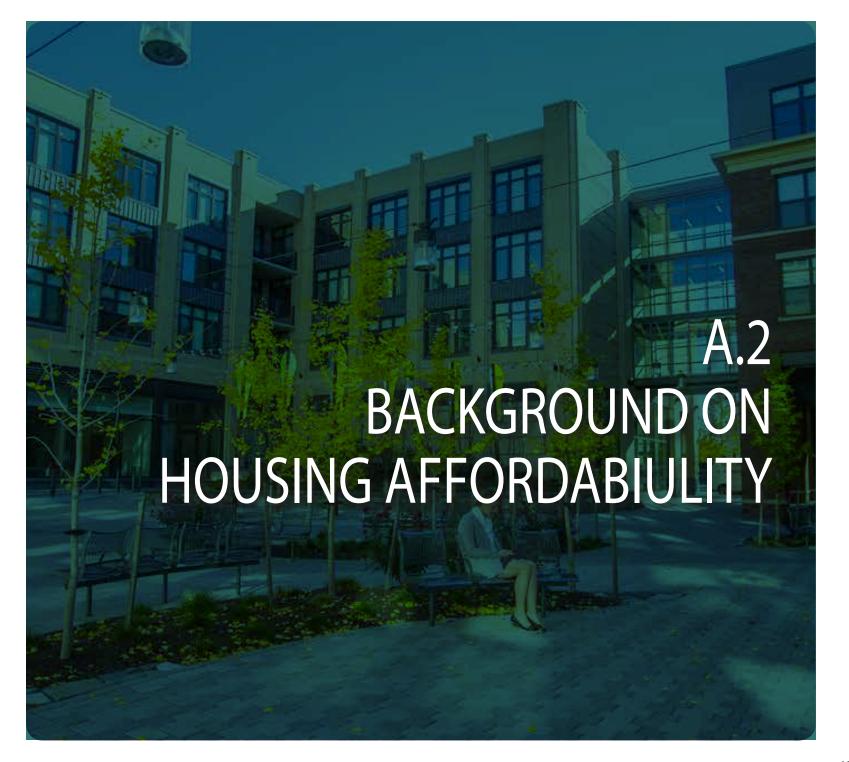
Date	Channel	Туре
	Planning Commission	Work Session
	Pop Up Engagement #1	Open House
	Office Hours with Old Town West Residents	Open House
	Charrette Group Volunteers	Orientation Meeting
	Pop Up Engagement #2	Open House
	Pop Up Engagement #3	Open House
	Pop Up Engagement #4	Open House
	Community Meeting	Pre-Planning Educational Event
	Community Walking Tour	Walking Tour
2/26/2018		Charrette, Core Team Meeting, and Community Meeting
2/27/2018	Charrette	Charrette, Core Team Meeting, and Virtual Open House
2/28/2018	Charrette	Charrette, Core Team Meeting, and Community Meeting
3/1/2018	Charrette	Charrette, Core Team Meeting, and Virtual Open House
3/2/2018	Charrette*	Charrette, Open House
3/5/2018	Charrette	Charrette Community Meeting
3/6/2018	Planning Commission	Work Session
4/5/2018	Housing Affordability Advisory Committee Meeting	Update
4/16/2018	Pop Up Engagement #5	Open House
4/25/2018	Federation of Civic Associations	Update
4/25/2018	Resident Outreach Meeting	Update
5/2/2018	Community Open House & Meeting	Community Open House & Meeting
5/16/2018	Transportation Commission	Update
5/23/2018	Office Hours	Open House
5/31/2018	Housing Affordability Advisory Committee Meeting	Update
6/4/2018	Community Meeting	Community Meeting
6/5/2018	Planning Commission	Work Session
6/13/2018	City Council	Work Session
6/19/2018	Plan Review Round Table	Community Meeting
6/20/2018	Transportation Commission	Update
6/28/2018	Community Meeting	Community Meeting

All meetings associated with this planning process were open to the public and community members were encouraged to attend and participate.

\* Due to a severely wind storm on March 2, 2018, the originally scheduled core team meeting was canceled. Staff was avaiable durinng the day and rescheduled the community meeting to Monday, March 5.

#### Route 1 South Housing Affordability Strategy Community Engagement Additional Outreach

Date	Channel	Туре	
Throughout	Online engagement opportunities	Outreach/Notice	
	eNews notifications; social media postings; listserv		
Throughout	notices prior to each public meeting	Outreach/Notice	
	All public meetings posted to City calendar and		
Throughout	website	Outreach/Notice	
	All materials and background information posted on		
Throughout	project website	Outreach/Reference	
	Meetings with area community groups and		
Throughout	associations	Outreach/Notice	
Throughout	Individual meetings with property owners	Outreach	
Throughout	Individual meetings with residents	Outreach	
Throughout	Letters to property owners (commerical and private)	Outreach/Notice	
Throughout	Flyers/Posters (Multilingual)	Outreach/Notice	
Throughout	Banners (Multilingual)	Outreach/Notice	
March	Videos (Multilingual)	Outreach/Notice	



#### A.2

#### **DEFINITION OF TERMS**

Area Median Income (AMI): Income levels that are annually established by the Department of Housing and Urban Development (HUD) for households of various sizes, where half of the households in the area earn more and half earn less. In 2018, the area median income limit for the Washington, DC Metropolitan Statistical Area is \$82,100 and \$117,200 for a household of one and four, respectively.

**Affordable Housing:** Rental or ownership housing costing no more than approximately 30% of a household's gross monthly income before taxes. In the City of Alexandria, affordable rental housing serves households with incomes up to 60% AMI, and workforce affordable homeownership housing serving households typically earning 80%-100% AMI.

**Committed Affordable Units (CAUs):** Housing units that are available to income-eligible households through rent and/or occupancy restrictions imposed as a condition of assistance under federal, state or local programs. Targeted income levels vary by program.

Housing Choice Vouchers: The housing choice voucher (HCV) program is the federal government's major program for assisting very low-income families, the elderly, and the disabled to afford housing in the private market. HCV holders pay 30% of their income toward the rent, and the HCV pays the difference up to an established fair market rent, including utility costs. In the City, HCVs are administered by the Alexandria Redevelopment Housing Authority (ARHA).

Market Affordable Housing: Non-subsidized rental units affordable to households earning 60% AMI (which in 2018 ranged from \$49,260 for a one-person household to \$70,320 for a four-person household). Rents at these units are not restricted and may cease to be affordable at any time. In 2018, there were fewer than

2,300 market-affordable units in the City (a 88% reduction from 2000). Market-affordable units preserve diversity and provide housing opportunities to younger families, new residents, and recent graduates, as well as to longtime Alexandrians. They enable workers critical to our economy across numerous industries and sectors (such as social services, education, public health and safety, arts and entertainment, and retail) to live affordably in the City.

Project Based Vouchers: Funded by the federal government, project-based vouchers (PBVs) are a critical source of deeply affordable housing in the City. They constitute approximately 30% of the City's committed affordable rental housing stock. Residents pay 30% of their income toward the rent, and the PBV pays the difference up to an established fair market rent, and potentially, some utility costs. PBVs operate similarly to Housing Choice Vouchers, but are tied to a specific property rather than a household. PBV contracts typically have 20-year term of affordability with varying options to renew or extend. In the City, some PBVs are administered by the Alexandria Redevelopment Housing Authority (ARHA)while others are administered through Housing Assistance Contracts managed directly by HUD or other funding agencies.

**Workforce Housing:** Housing units that serve households of moderate incomes earning 60-80% AMI for rental units and 80% - 100% AMI for ownership units.

**Tenant Protection Vouchers:** Tenant Protection Vouchers (TPVs) are similar to HCVs in that TPV holders pay 30% of their income toward rent, and the TPV pays the difference up to an established fair market rent, including utility costs. TPVs are granted to low-income residents of project-based HUD-assisted housing when there is a change in the status of their assisted housing that will cause residents to lose their home or render their home unaffordable. The amount of funding available for TVPs is determined by HUD's estimation of need in the upcoming year and Congressional appropriations.

Low-Income Housing Tax Credits (LIHTC):Created in 1986, the LIHTC program, serves as the largest equity funding source of new affordable housing in the country. Administered by the Internal Revenue Service, the program provides tax incentives to encourage developers to create affordable housing. Tax credits are provided to each state based on population and are distributed allocating agencies. In Virginia, the Virginia Housing Development Authority (VHDA) administers the tax credits based on affordable housing needs identified in an annual qualified action plan.

Because tax credits are bought by investors who need offsets to their federal liability, the value of LIHTC (the amount of equity paid to affordable housing developers) is directly related to the federal corporate income tax rate. In 2018, the Tax Cuts and Jobs Act reduced the corporate tax rate from 35% to 21%. During the same year, the overall LIHTC allocation was increased to try to mitigate the loss in funding. While the magnitude of the impact of the reduction remains unknown, it is anticipated the change in tax rates could constrain affordable housing production. Furthermore, it reinforces the importance of pursuing complementary sources, such as the state and federal Housing Trust Fund and private foundations, and of exploring creative development approaches including mixed-use development and co-location with other public uses.

#### **AREA MEDIAN INCOME (AMI) LIMITS**

2018	1-Person household	2-Person household	3-Person household	4-Person household
Uр то 10% AMI	<b>U</b> Р то \$8,210	<b>U</b> Р то \$9,380	<b>U</b> Р то \$10,550	Uр то \$11,720
20% AMI	\$16,420	\$18,760	\$21,100	\$23,440
30% AMI	\$24,650	\$28,150	\$31,650	\$35,150
40% AMI	\$32,840	\$37,520	\$42,200	\$46,880
50% AMI	\$41,050	\$46,900	\$52,750	\$58,600
60% AMI	\$49,260	\$56,280	\$63,300	\$70,320
HUD 80%	\$54,250	\$62,000	\$69,750	\$77,450
80% AMI	\$65,680	\$75,040	\$84,400	\$93,760
100% AMI	\$82,100	\$93,800	\$105,500	\$117,200

Sources: 2018 HUD Income Limits; City of Alexandria, Office of Housing

The following Area Median Income Table reflects income limits by household size as established by HUD on an annual basis.

#### The Heritage at Old Town

Spanning three city blocks, The Heritage at Old Town comprises one mid-rise apartment building and 12 garden-style apartment buildings as shown in the map. The garden apartments front and help define the character of Route 1 South. Formerly referred to as Olde Towne West I and II, The Heritage at Old Town was constructed in two phases (the third phase of the development retained the name Olde Towne West III and is under separate ownership).

The first phase, constructed in 1976, consists of the 100-unit mid-rise and 72 garden apartments. Initially funded under the Section 236 Rental Assistance Program, 68 of the units in this phase have project-based Section 8 vouchers now operated under the Mark-Up-To-Market program. The contract for these units is subject to voluntary annual renewals each January.

The remaining 104 units are generally affordable to households earning between 70% and 75% of AMI. These units are also critically important to the City as the property accepts residents with Housing Choice Vouchers, and help diversify housing options in the area.

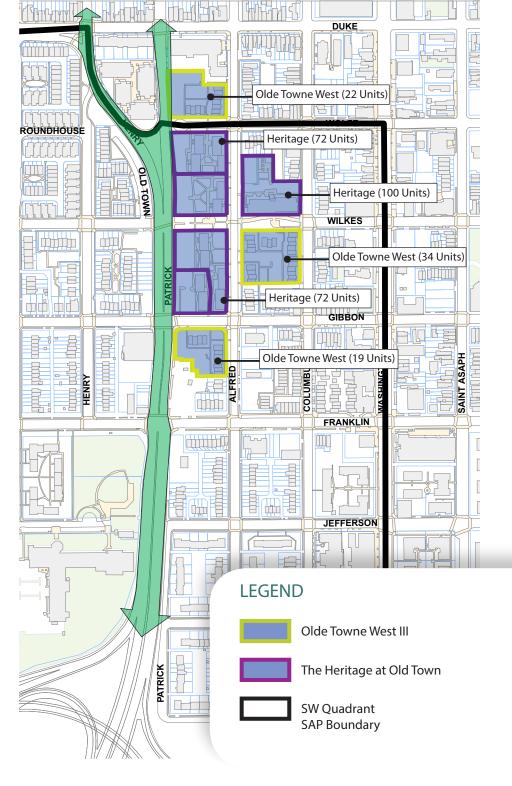
An additional 72 garden apartments were constructed in 1978 as part of the community's second phase of development. The project-based Section 8 contract for these units is also subject to voluntary annual renewals under the Mark-Up-To-Market program. The majority (174) of the units at the Heritage are one bedroom; the balance are two bedroom units.

#### **Olde Towne West III**

Olde Towne West III is a 75-unit affordable rental townhouse community on three non-contiguous parcels (two additional units are offline which house the leasing office and maintenance facility). Owned by the neighboring Alfred Street Baptist Church (ASBC) since 2009, the units operate under a Section 8 Project-Based Voucher contract administered by the Virginia Housing Development Authority (VHDA) which is scheduled to sunset in late 2019/early 2020. Twentytwo of the units abut the boundary of the Southwest Quadrant to the north and are the subject of a current redevelopment application by ASBC through which the Church proposes to expand its worship space and supporting facilities immediately to the south of its current building; this application is being pursued separate from the Route 1 South planning process. (To mitigate the potential impact of the proposed redevelopment on the 22 households, ASBC is working with a local nonprofit developer, the Alexandria **Housing Development Corporation (AHDC) to relocate** impacted households to other comparable affordable housing within the City; to provide appropriate relocation support and resources; and to identify 22 new replacement units within the neighborhood or City.).

The remaining 55 units owned by ASBC are similarly subject to redevelopment as market pressures increase and their current affordability term expires.

It is also important to note that Olde Towne West III provides a critical source of deeply affordable family sized units with 35 three- and four-bedroom units.



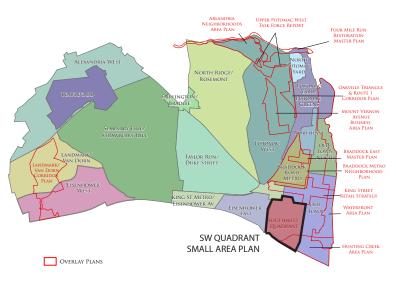
Placeholder

Affordable Housing Project Examples



# A.3

The existing 1992 Southwest Quadrant Small Area Plan (1992 SW Quadrant SAP) is one of 18 small area plans that make up the City of Alexandria, Virginia's Master Plan. Located in the southeastern part of the City, Southwest Quadrant is bordered by Washington Street to the east, Duke Street to the North, Hoof Run to the West, and the Capital Beltway to the south. See Planning History for more detail on the 1992 SW Quadrant SAP.



#### **PLANNING HISTORY**

The 1992 Master Plan of the Southwest Quadrant includes the areas outlined in Figure A1. The first area, seen in blue, is described in the first half of the Plan while the second area, seen in pink, is described in the Addendum portion of the Plan. The following depicts a summary of the entire Plan's Goals, Objectives and Recommendations.

Goals and Objectives of the Plan Goals (pg. 16 and pg. A10)

- 1. To preserve existing residential neighborhoods and uses;
- Toprotectresidentialneighborhoodsfrominappropriate commercial uses and densities resulting from redevelopment of adjacent commercial and industrial properties;
- 3. To protect the historic character of S. Washington Street and the area north of Duke Street by moderating commercial redevelopment densities and heights;
- 4. To protect residential areas from through traffic resulting from redevelopment of the area;
- 5. To promote coordinated mixed use development on the Southern Properties and abutting commercial properties while minimizing traffic impacts to adjacent residential areas.

Objectives (pg. 16 and pg. A10)

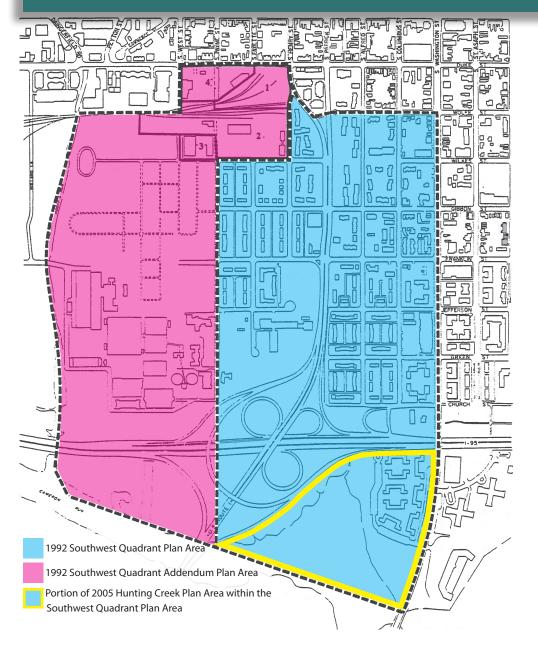
- Rezone to residential existing residential uses which are now zoned commercial.
- Provide height, density and use transitions between existing residential uses and commercial, institutional, industrial properties, and future development.
- Reduce the scale and density of commercial development along S. Washington Street in scale with existing historic commercial uses.
- · Promote a moderate scale and density for future

- commercial development along Duke Street and a design which is compatible with the adjacent Old and Historic District.
- Prevent additional roadway connections which might induce commuter traffic through residential streets.
- Rezone industrially zoned properties that are used for institutional and utility purposes to zoning categories that are more appropriate for these uses.
- Promote coordinated mixed use development of the redevelopable commercial and industrial properties between West, Wilkes, S. Henry and Duke Street.
- That more attention be given to urban design in consideration of the gateway character of the Southwest Quadrant area.
- Explore the feasibility of constructing a bicycle path connection from Eisenhower Valley to the Mt. Vernon bike trail.

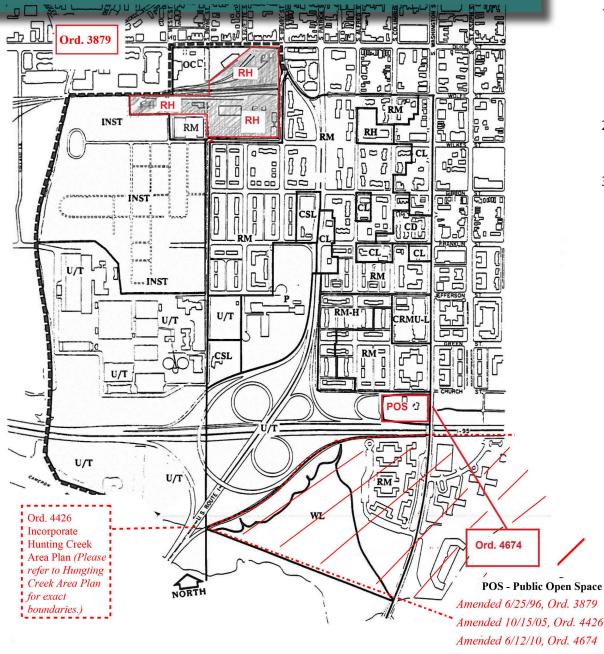
Transportation Recommendations (pg. 31 and A19)

- 1. Re-designate Gibbon Street between Route 1 and Washington Street from local street to an arterial street.
- 2. That the 300 block of S. Payne Street not connect through to the 500 block of S. Payne Street.
- 3. That the 200 block of S. Fayette Street not connect through to the 500 block of S. Fayette Street.
- 4. That Eisenhower Avenue not connect through to S. Henry Street.
- 5. Wolfe Street shall be allowed to connect to Holland Land for use as an outlet, but shall not come further into the Southwest Quadrant.
- Extend the Old and Historic Alexandria boundary 100 feet south of Duke Street between Henry and West Streets.

## **SOUTHWEST QUADRANT 1992 PLAN AREA**



## SOUTHWEST QUADRANT 1992 LAND USE PLAN



Since Plan adoption in 1992, there have been three Master Plan Amendments, including:

- 1. A change in land use designation from RM to RH; an increase in height from 45 to 60 ft within additional 20 ft for a limited number of rooftop architectural features on the southwest corner of Duke and Henry Streets (Ord. 3879).
- 2. A change in land use designation from CL to POS at 1001 S. Washington Street and 714 Church Street (Ord. 4674).
- 3. The Hunting Creek Area Plan, a supplemental plan adopted October 2005 by Ordinance 4426, includes a portion of the Southwest Quadrant Plan Area between the Capital Beltway and Washington Street (shown in the yellow outline in Figure 1). This Plan has a particular focus on affordable housing, neighborhood reinforcement, and enhanced connectivity to surrounding neighborhoods and the waterfront.

The <u>Transitway Corridors Feasibility Study</u>, completed in 2012, reviewed the possibility of high capacity transit on three corridors to fill the City's transit needs. Corridor A included several concepts, including Concept 3 that extended from Braddock Metro station south to Fairfax County along Route 1. After an extensive public engagement process, the Corridor Work Group recommended resources focus on local mobility and circulation through other means besides high-capacity transit as such service in this area of the City was not seen as a priority.

# SOUTHWEST QUADRANT DEMOGRAPHICS



AVERAGE HOUSEHOLD SIZE

1.92



**UNDER AGE 5** 

11%

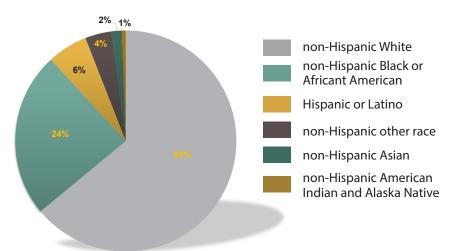


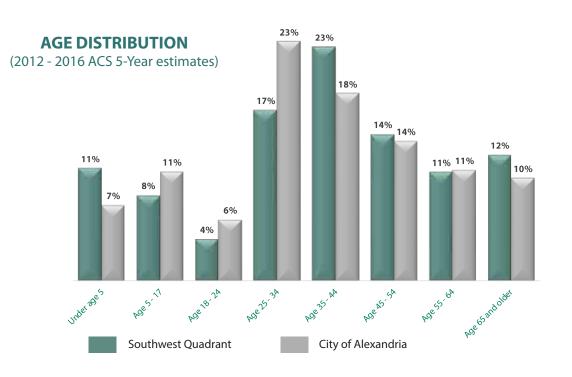
**MEDIAN AGE** 

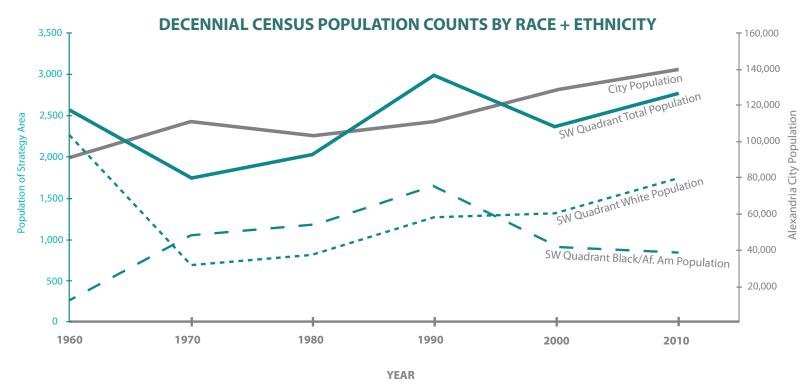
38.7

#### **RACE + ETHNICITY**

(2012 - 2016 ACS 5-Year estimates)

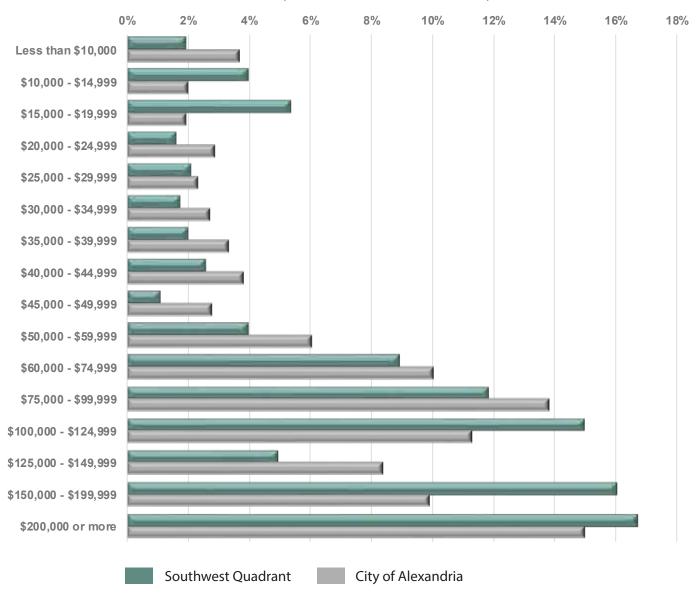






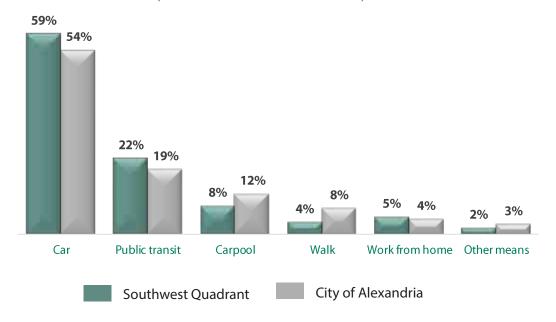
#### **INCOME DISTRIBUTION**

(2012 - 2016 ACS 5-Year estimates)



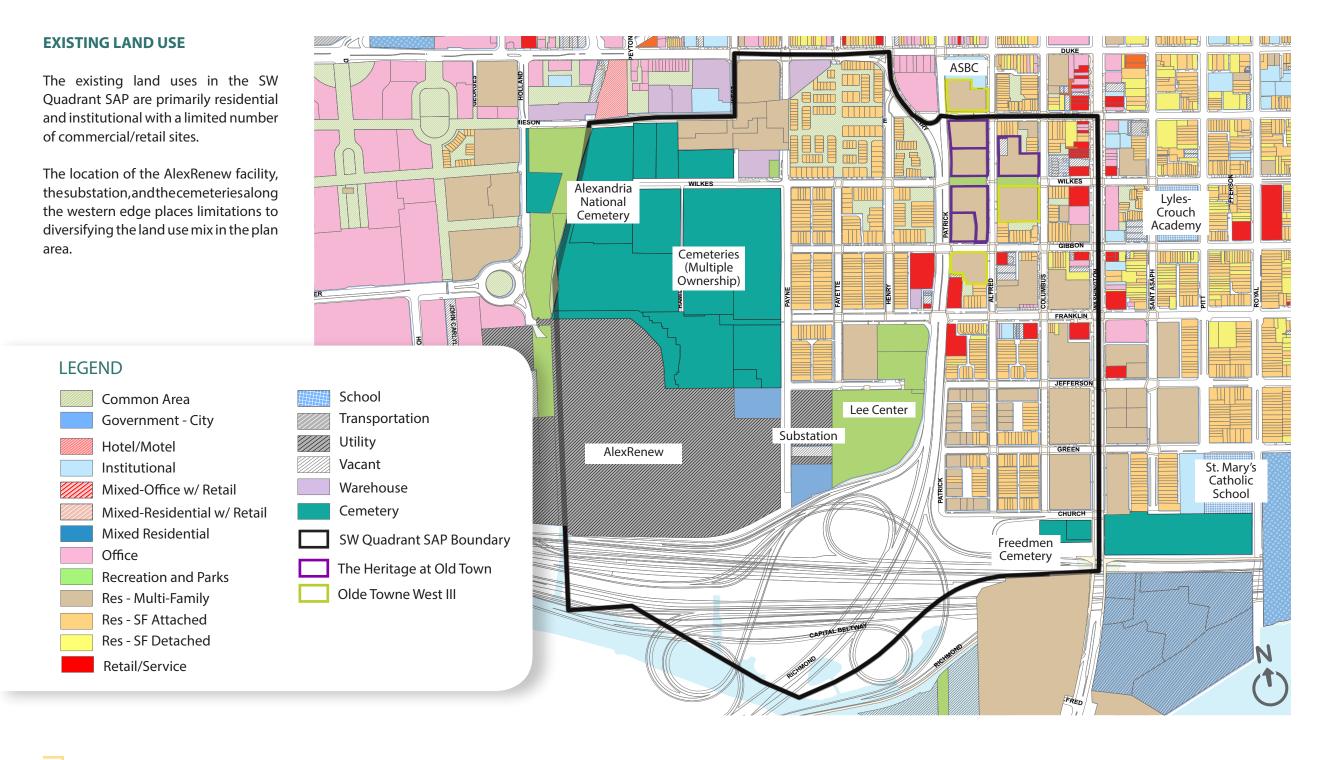
#### **MODE OF COMMUTE TO WORK**

(2012 - 2016 ACS 5-Year estimates)









#### **EXISTING ZONING**

**LEGEND** 

The existing zoning has largely been established through the 1992 SW Quadrant Small Area Plan with the RB (residential low) making up the majority of the plan area with limited commercial and mixed-use zones.

Commercial (CD, CSL, CL)

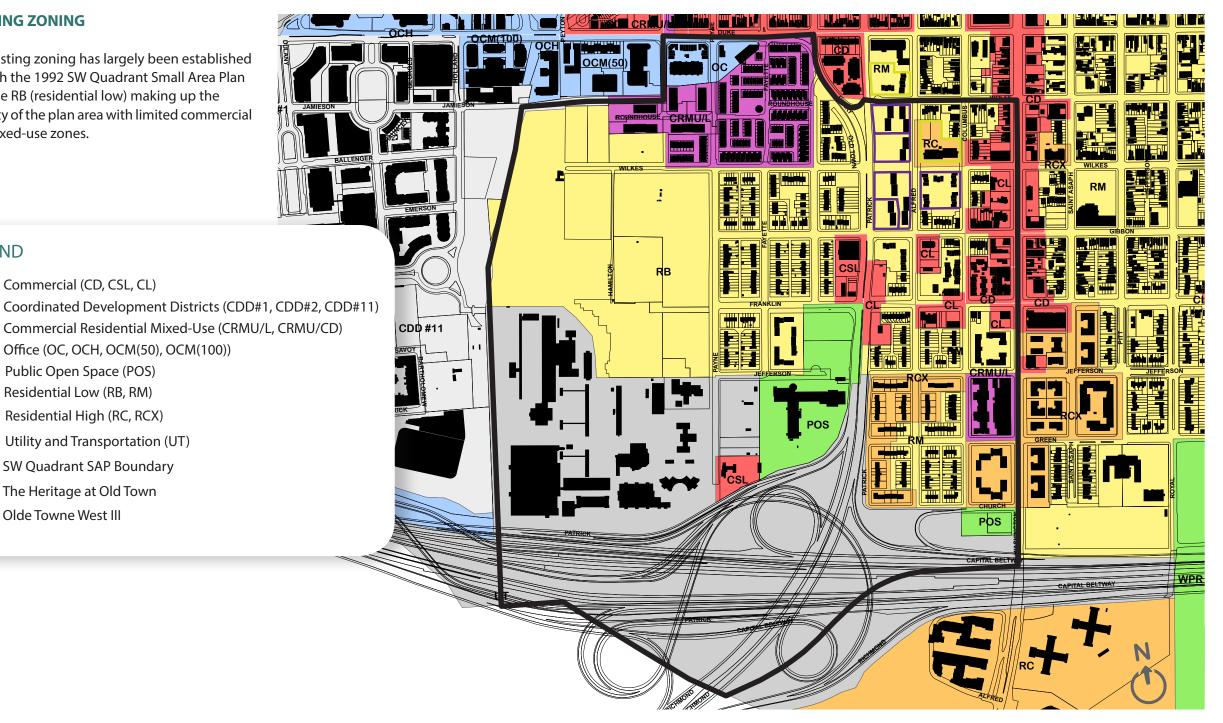
Public Open Space (POS) Residential Low (RB, RM) Residential High (RC, RCX)

The Heritage at Old Town

Olde Towne West III

Utility and Transportation (UT) SW Quadrant SAP Boundary

Office (OC, OCH, OCM(50), OCM(100))



#### **EXISTING HEIGHT LIMITS**

The maximum allowable building height limits are generally consistent with the underlying zone and the Height District map with a couple of exceptions. The Heritage at Old Town mid-rise building has a height limit of 62' per the 1992 SW Quadrant SAP which conflicts with the allowable 150' per the underlying RC zone.

Additionally, the 1992 SW Quadrant SAP does not match the subsequently approved SUP for the Old Town Village residential development as shown in the map.

Per Southwest Quadrant Small Area Plan Height Limits - Map 15

45

50'

62'\*

60'\*\*

#### **Notes:**

- 62' Per the SW Quadrant SAP 50' Per Distric Height Map #1 Historic
- \*\* SUP 96-0056 Permitted under CRM-L Zone

45' e. of Payne Street

65' w. of Payne Street

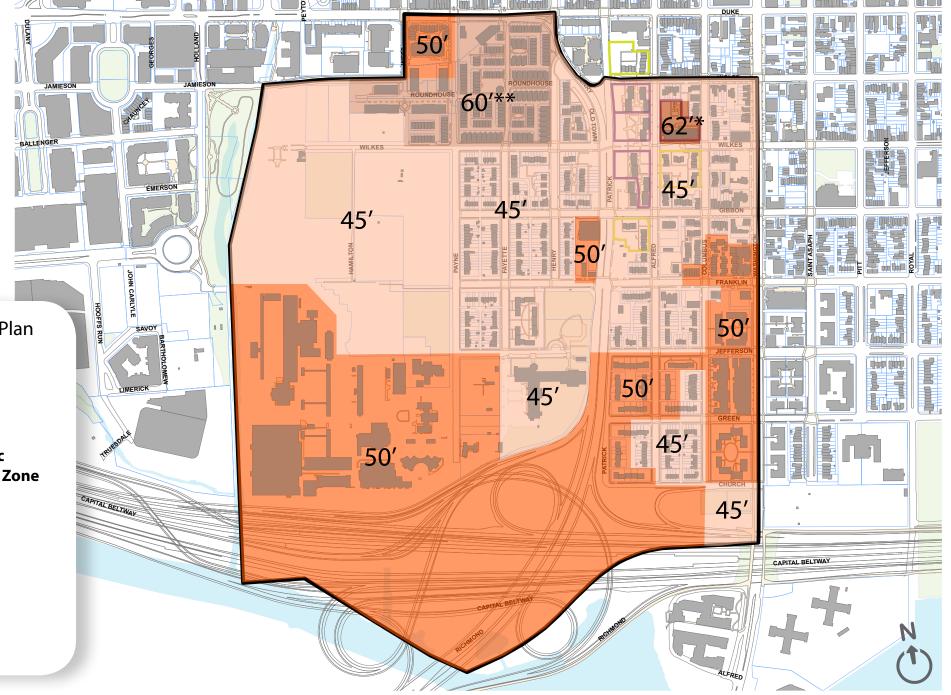
50'n. of Wolfe Street

45's. of Wolfe Street

SW Quadrant SAP Boundary

The Heritage at Old Town

Olde Towne West III

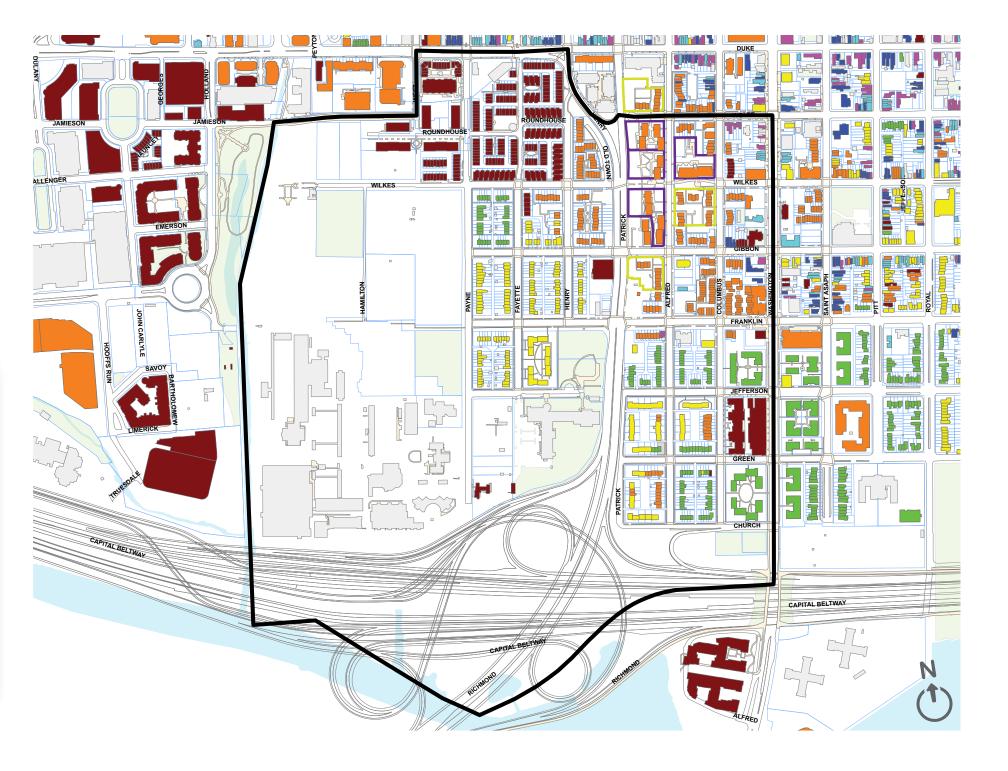


#### **EXISTING BUILDINGS BY YEAR BUILT**

The majority of the residential structures in the SW Quadrant SAP was developed in the mid 20th Century as a result of the urban renewal project, known as The Dip, that took place in the plan area. In addition the plan area includes a number of post war garden style apartments, primarily along Washington Street.

A limited number of development activity occurred since the development of the Old Town Village in the late 1990s, the most recent being Wilkes Row constructed in 2016.

# 1796-1835 1836-1875 1876-1913 1914-1943 1944-1966 1966-1991 1992-2017 SW Quadrant SAP Boundary The Heritage at Old Town Olde Towne West III



#### **EXISTING OPEN SPACE NETWORK**

#### **Publicly Owned Open Space:**

Lee Center: 9.04 acres

• Lyles-Crouch School: 1.14 acres

• Freedmen Cemetery: 1.11 acres

AlexRenew: 3.74 acres

• Wilkes Street (2 block park): 0.7 acres

 African American Heritage Memorial Park: 6.4 acres

Total: 22.13 acres

#### **Private with Public Access:**

Cemeteries: 40 acres

• St. Mary's Catholic Cemetery: 4.4 acres

Total: 44.4 acres

# **Total Public Open Space 66.53 acres**

#### **LEGEND**

Public Open Space

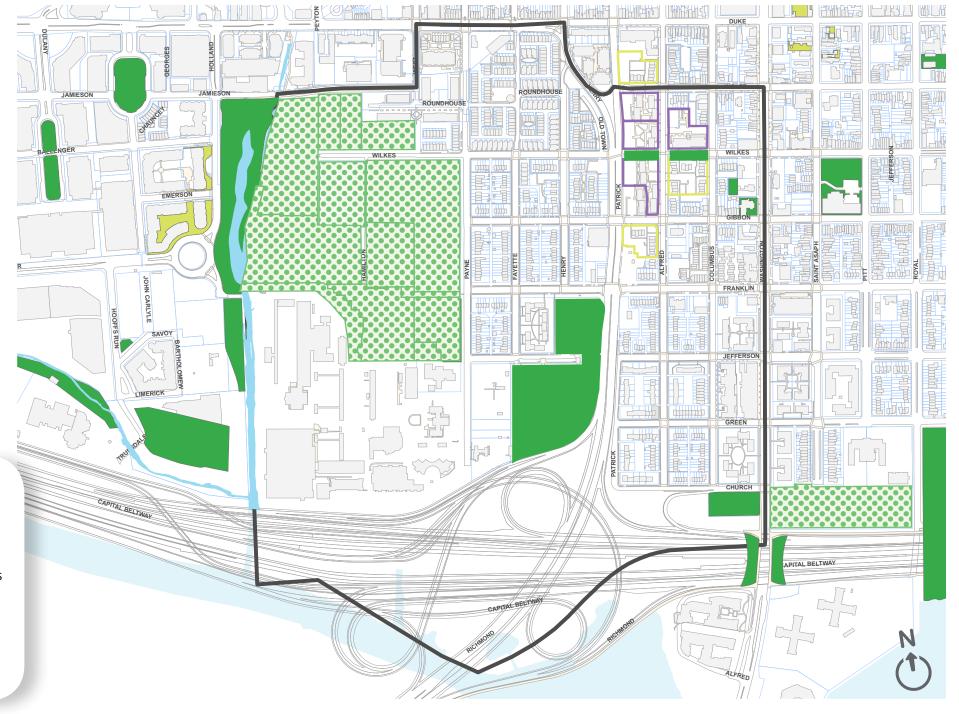
Private Open Space

Private Open Space with Public Access

SW Quadrant SAP Boundary

The Heritage at Old Town

Olde Towne West III



#### **EXISTING TREE CANOPY**

Mature trees and a lush tree canopy is a defining characteristic of the Route 1 South core area and Southwest Quadrant as a whole. The tree canopy coverage is about 19% of SW Quadrant Plan Area.

#### **LEGEND**

T

Tree Canopy



SW Quadrant SAP Boundary

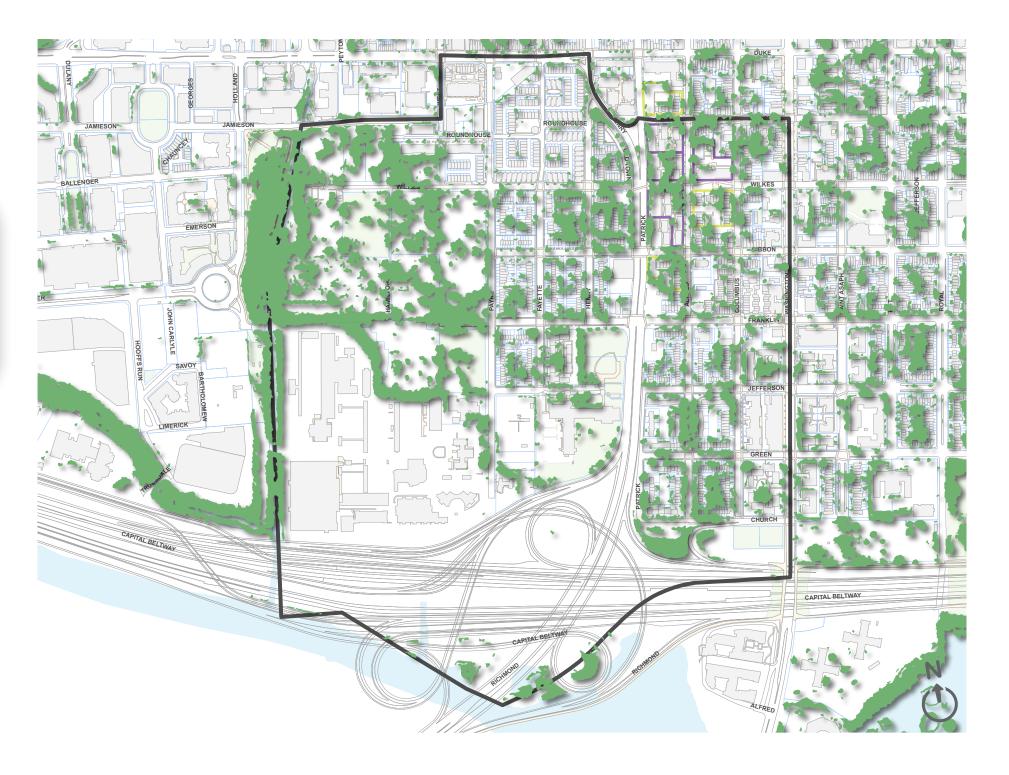


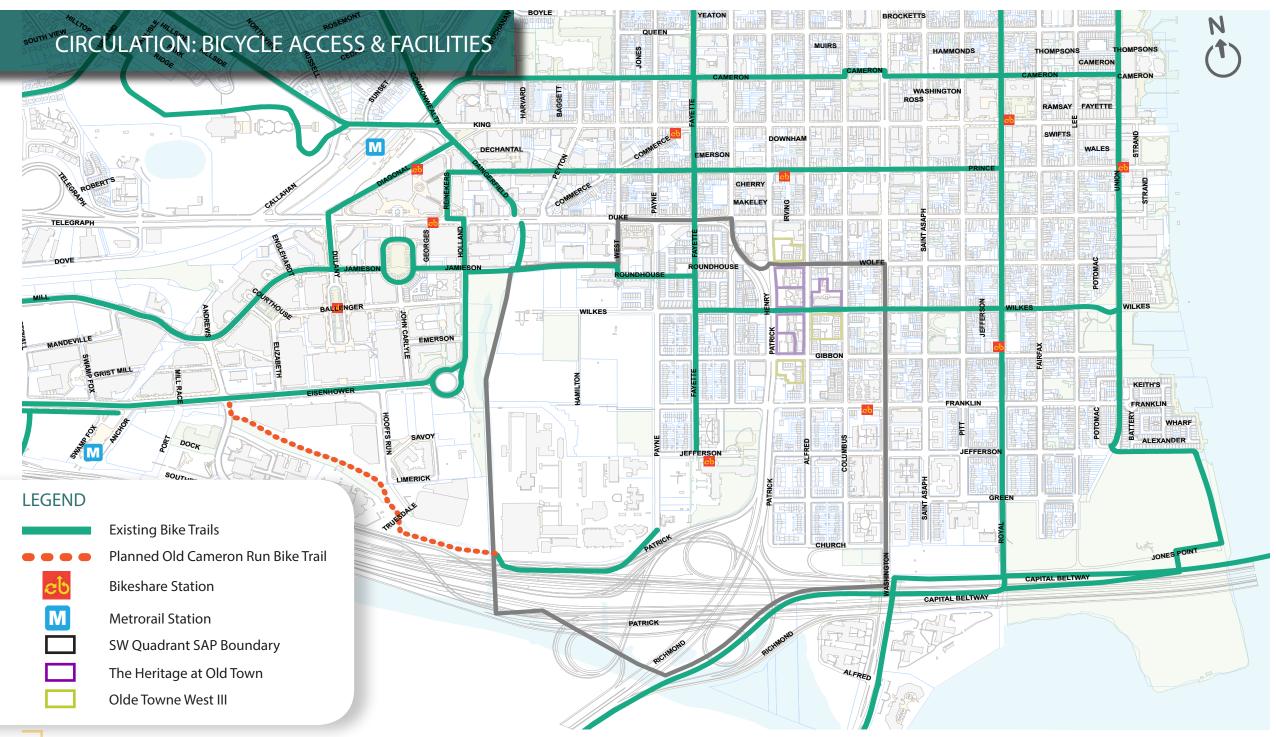
The Heritage

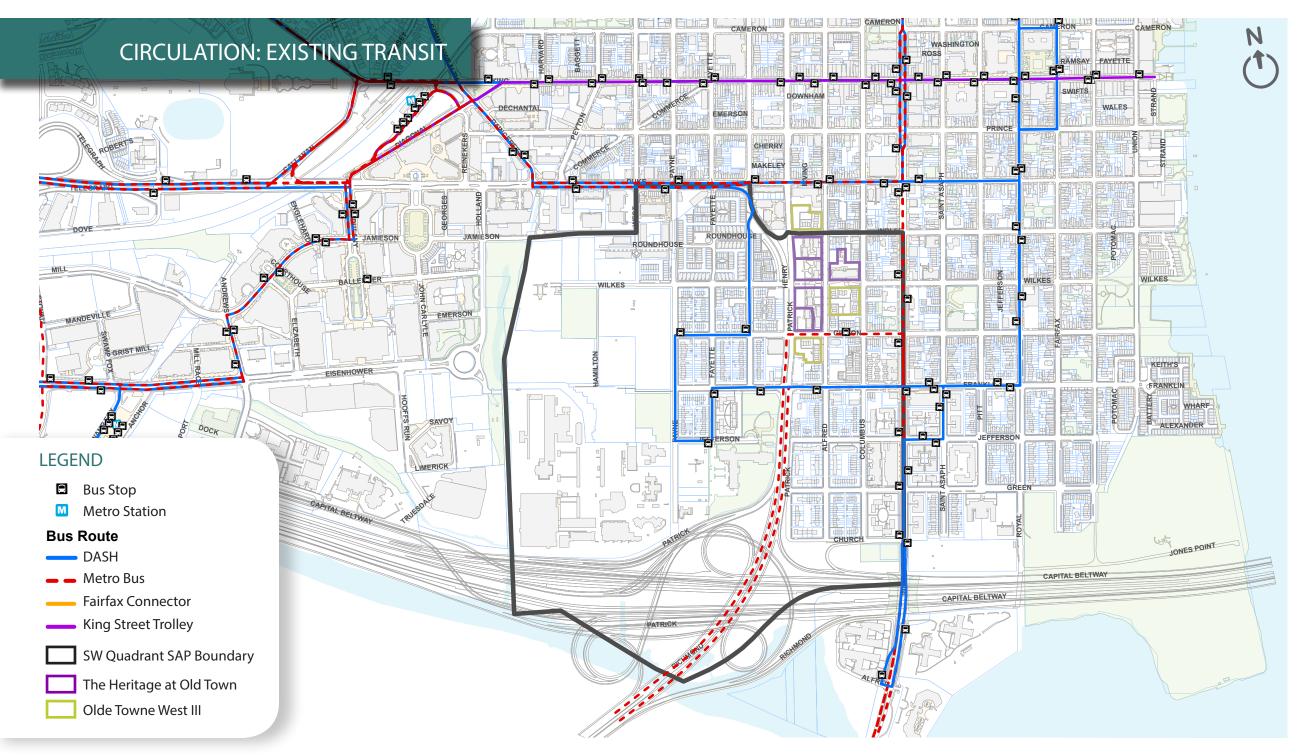


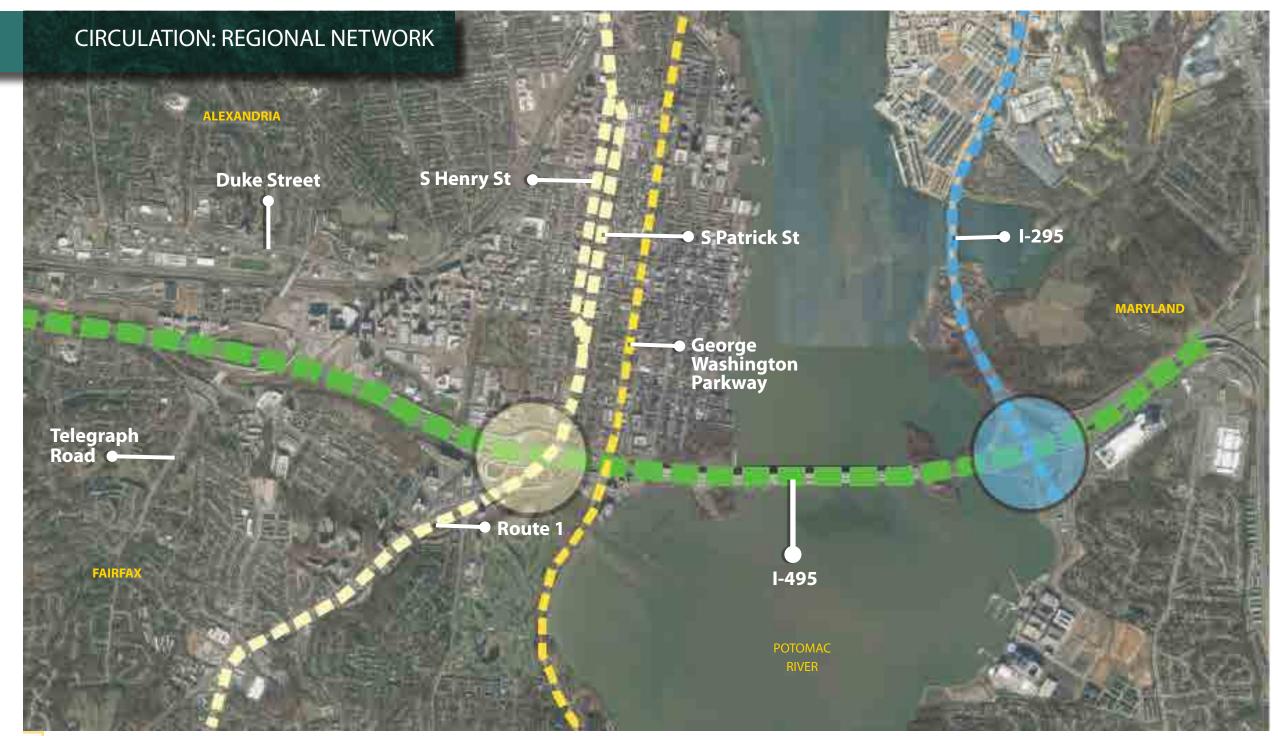
Olde Towne West III











#### **CIRCULATION**

The Southwest Quadrant has many barriers to circulation, including private streets, bollards, arm barricades, the raised median along Duke Street between West and Henry Street, the soundwalls, and Alex Renew Enterprise's secure facility.



Future Old Cameron Run Trail (not open yet)



Private Development Gates



Alex Renew Enterprise Secure Facility



Rt 1 sound wall at Franklin Street



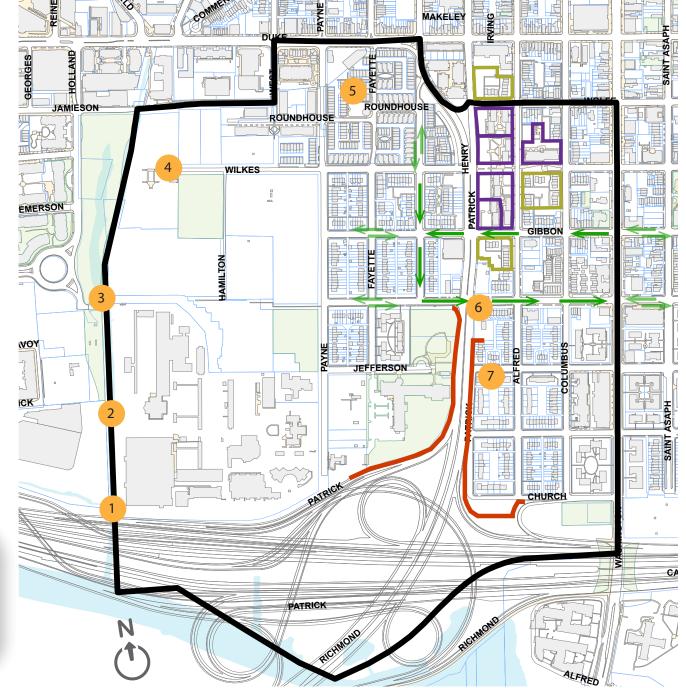
Alex Renew Enterprise Secure Facility



S Patrick St looking at Rt 1 sound wall



Wilkes Street at Cemetery termination



CHERRY

# **LEGEND**



One-way traffic street



Soundwall

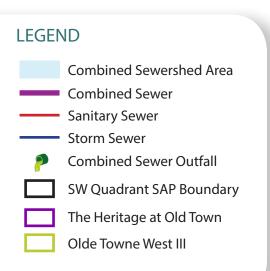


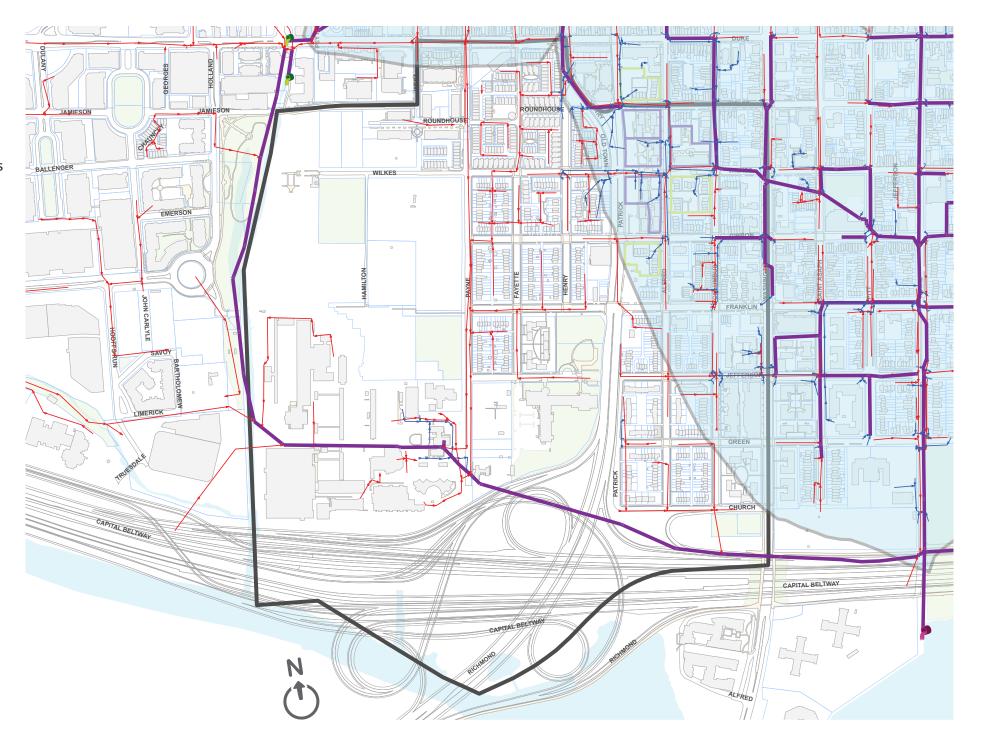
SW Quadrant SAP Boundary

#### **INFRASTRUCTURE: CSO & SEWER LINES**

A portion of the SW Quadrant plan area lies within the City's combined sewershed with two combined sewer outfalls; Duke Street CSO-003 and Hoof's Run CSO-004.

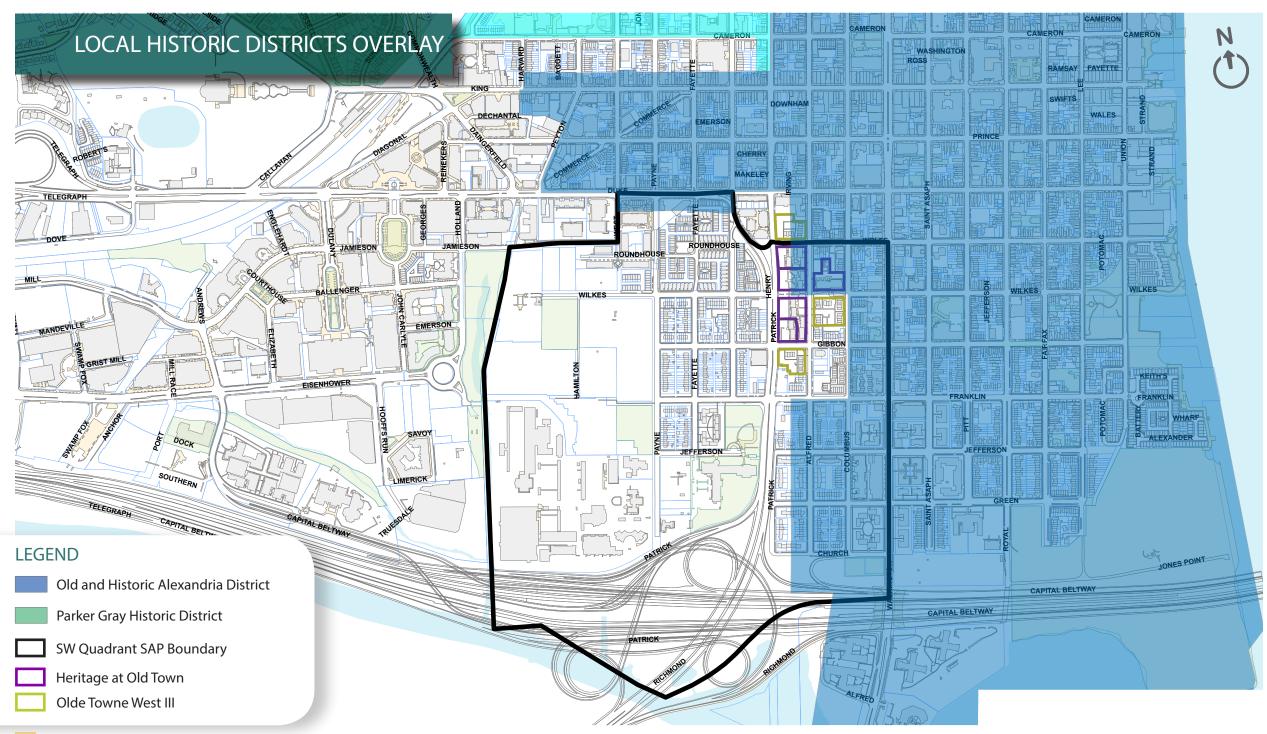
The Memorandum to Industry No. 07-14 outlines the development requirements for the combined service area.











# **HISTORIC RESOURCES**

#### **LEGEND**

#### **THEMES**

African American Life

Institutional

Transportation

Industry

Military

Cemeteries

#### **NEIGHBORHOODS**

Hayti

The Hill

The Bottoms (Dip)

Southside

1927 Historic Shoreline

Heritage Trails - See www. alexandriava.gov/heritagetrials for complete maps

#### SITE KEY

- 1. Alfred Street Baptist Church
- Odd Fellows Home
- 3. Washington Public School/ Academy
- C.C. Smoot and Sons Tannery
- Lyles-Crouch Academy
- Century Mftg Co. Shirt Factory
- Queen Anne Style House
- Historic Clubhouse "Old Club"
- Robert's Memorial Chapel
- 10. Hepsabon Baptist Church
- 11. Bottling House
- 12. Orange and Alexandria Railroad
- 13. Roundhouse

- 16. Fort Haupt Stockade/Soldier's Rest

- 23. St. Mary's Cemetery
- 25.) 1940s Garden Style Apartments

